Basic information

2003/2147(INI) INI - Own-initiative procedure	Procedure completed
Immigration and employment: integration of immigrants **Subject** 4.15 Employment policy, action to combat unemployment 7.10.08 Migration policy	

Key players

European Parliament

Committee responsible	Rapporteur	Appointed
EMPL Employment and Social Affairs	MORAES Claude (PSE)	04/06/2003

Committee for opinion	Rapporteur for opinion	Appointed
BUDG Budgets	The committee decided not to give an opinion.	
LIBE Citizens' Freedoms and Rights, Justice and Home Affairs	TERRÓN I CUSÍ Anna (PSE)	10/07/2003
FEMM Women's Rights and Equal Opportunities	DYBKJÆR Lone (ELDR)	10/07/2003
PETI Petitions	SBARBATI Luciana (ELDR)	11/09/2003

Council of the European Union

Council configuration	Meetings	Date
Justice and Home Affairs (JHA)	2514	2003-06-05
Employment, Social Policy, Health and Consumer Affairs	2549	2003-12-01

European Commission

Commission DG	Commissioner
Energy and Transport	

Key events

Date	Event	Reference	Summary
		COM(2003)0336	Summary

03/06/2003	Non-legislative basic document published		
05/06/2003	Debate in Council		
04/09/2003	Committee referral announced in Parliament		
27/11/2003	Vote in committee		Summary
27/11/2003	Committee report tabled for plenary	A5-0445/2003	
01/12/2003	Resolution/conclusions adopted by Council		Summary
14/01/2004	Debate in Parliament		
15/01/2004	Decision by Parliament	T5-0028/2004	Summary
15/01/2004	End of procedure in Parliament		

Technical information

Procedure reference	2003/2147(INI)
Procedure type	INI - Own-initiative procedure
Procedure subtype	Initiative
Legal basis	Rules of Procedure EP 55
Stage reached in procedure	Procedure completed
Committee dossier	EMPL/5/19832

Documentation gateway

European Parliament

Document type	Committee	Reference	Date	Summary
Committee report tabled for plenary, single reading		A5-0445/2003	27/11/2003	
Text adopted by Parliament, single reading		T5-0028/2004 OJ C 092 16.04.2004, p. 0339-0390 E	15/01/2004	Summary

European Commission

Document type	Reference	Date	Summary
Non-legislative basic document	COM(2003)0336	03/06/2003	Summary
Document attached to the procedure	SEC(2003)0694	03/06/2003	
Document attached to the procedure	COM(2004)0508	16/07/2004	Summary
Non-legislative basic document	COM(2005)0389	01/09/2005	Summary
Follow-up document	SEC(2006)0892	30/06/2006	Summary

Other institutions and bodies

Institution/body	Document type	Reference	Date	Summary
EESC	Economic and Social Committee: opinion, report	CES1613/2003 OJ C 080 30.03.2004, p. 0092-0102	10/11/2003	
CofR	Committee of the Regions: opinion	CDR0223/2003 OJ C 109 30.04.2004, p. 0033-0045	11/02/2004	

Immigration and employment: integration of immigrants

2003/2147(INI) - 01/09/2005

PURPOSE : to propose a common agenda for the integration third-country nationals in the EU.

CONTENT : this Communication is the Commission's first response to the invitation of the European Council to establish a coherent European framework for integration. The cornerstones of such a framework are proposals for concrete measures to put the 11 common basic principles into practice, together with a series of supportive EU mechanisms, including the preparatory actions (INTI) and the proposed European Fund for Integration (see **CNS/2005/0048**). Taking into account existing EU policy frameworks, the Communication provides new suggestions for action both at EU and national level. Member States are encouraged to strengthen their efforts with a perspective to developing comprehensive national integration strategies, while new ways of ensuring consistency between actions taken at EU and national level are being proposed.

The actions suggested at national level are given as possible guidelines designed to help in the conception of national policies and programmes. They are also actions which can be supported under the proposals which the Commission has made for the European Fund for Integration to succeed INTI. The actions proposed at European level extend and develop activities which have shown their usefulness over recent years, in particular the promotion and support of networking amongst practitioners, the transfer of good practice and the exchange of information.

The main integration methods proposed by the Commission can be summarised as follows :

4) **integration of immigrants in the labour market** : the effective and responsible integration of immigrants in the labour market constitutes an important contribution to reaching the Lisbon targets. The Commission stimulates and supports Member States' efforts in employment, social affairs and equal opportunities, stressing the gender perspective to fully utilise the potential of immigrant women in the labour market. The new Integrated Guidelines for Jobs and Growth call on Member States to take action to increase the employment of immigrants;

5) **the promotion of fundamental rights, non discrimination and equal opportunities** : EU legislation provides a strong framework of anti-discrimination legislation. In its Communication on a framework strategy for non-discrimination and equal opportunities for all, the Commission stresses the need to reinforce efforts to promote equal opportunities for all in order to tackle the structural barriers faced by migrants, ethnic minorities and other vulnerable groups. The proposed European Year of Equal Opportunities for All in 2007 and the envisaged European Year of Inter-cultural Dialogue in 2008 will be major awareness-raising initiatives contributing to these objectives;

6) **integration measures need adequate financial resources** : the EU supports Member States' integration policies through a number of financial instruments. The Preparatory Actions for integration of third-country nationals (INTI) have been important in promoting activities at local level, strengthening networks and the exchange of information and good practices between Member States, regional and local authorities and other stakeholders. They have attracted great interest but lacked sufficient resources to match the vast needs in this area. Under the financial perspectives 2007-2013, the Commission has proposed new solidarity instruments, among them a European Fund for the Integration of third-country nationals, based on the CBPs. The objectives of the Fund are complementary to the European Social Fund (ESF), which builds on the experiences of the Community Initiative EQUAL in supporting innovative approaches to the prevention of labour market discrimination of migrants. The Commission's proposal for the ESF period 2007-2013 includes a specific focus on reinforcing the social inclusion of people at a disadvantage. The European Regional Development Fund also supports certain integration measures.

In addition, the communication also refers to five ongoing processes and initiatives which should together form the common European framework for integration:

- National Contact Points on Integration : NCPs will continue to play an important role in monitoring progress across policy fields and in ensuring that efforts at national and EU level are mutually reinforcing;

- Handbook on Integration : the Handbook, addressed to policy-makers and practitioners at local, regional, national and EU level, was welcomed by stakeholders. The second edition, planned for 2006, will focus on housing and urban issues, access to health and social services, integration in the labour market, mainstreaming and integration infrastructure and will incorporate the Common Basic Principles (CBPs) firmly into the analysis;

- § Integration website : The Hague Programme called explicitly for the development of a widely accessible Internet website. As a first phase, the Commission will launch a tender for a web portal for European experiences on immigrant integration;

- § Involving stakeholders : a comprehensive approach involving stakeholders at all levels is essential for the success of integration policies. For this purpose, the Commission would set up a European Integration Forum;

- § Annual Report on Migration and Integration : the Commission's Annual Report will be an important instrument to monitor the further development of integration policies in the European Union.

CONCLUSIONS : the Framework for the Integration of Third-Country Nationals in the European Union put forward by this Communication represents a major commitment and demonstrates that the Commission is giving integration a high place on its policy agenda. A wide range of existing EU policies and financial instruments can help to support the efforts of national authorities and civil society. The challenge of the future will be to promote concerted efforts by all relevant stakeholders in order to maximise the impact and effectiveness of these instruments. The Member States, together with the Commission, should take the necessary steps to develop the Common Agenda for Integration in a forward-looking and focused manner. The Ministers in charge of integration, in close co-operation with the Commission, should hold once a year a political debate on the integration of third-country nationals in the EU and assess the need for further action. The Commission also hopes that the other Institutions and stakeholders will join efforts to achieve the successful integration of third-country nationals into our societies.

Immigration and employment: integration of immigrants

2003/2147(INI) - 30/06/2006 - Follow-up document

This Commission staff working document comprises the second annual report on migration and integration. This report follows on from the first annual report published in 2004. The annual report aim to provide an overview of migration trends in the EU, analysing the changes and describing actions taken regarding the admission and integration of immigrants at national and EU level. They serve as a tool to review the development of the common immigration policy. The second annual report should be seen in the light of the recently adopted Hague Programme, setting the agenda on Freedom, Security and Justice in the EU for the next 5 years.

The present report is an intermediate document. It covers developments that took place in 2004. A major part of this document is a summary report on integration policies and recent developments in the EU-25 which is attached as an annex.

Main issues dealt with in this report are as follows:

Migratory movements in EU-25 : on 1 January 2003, the number of third-country nationals residing in the EU-25 was 15.2 million, i.e. 3.35% of the total population. In 2005, the population of the EU-25 increased by 2 million mainly due to net migration of 1.7 million. Net migration in the EU-25 was 3.7 per 1000 habitants. Positive net migration was recorded in all Member States except Lithuania, Latvia, Poland, the Netherlands and Estonia. Family reunification is very important in many Member States, accounting for 75% of inflows in France and over 50% in Denmark and Sweden.

Trends in national integration policies : major changes in immigration and integration policies are occurring in several EU countries. New approaches to integration are needed which go beyond the integration of minorities and refugees. The mainstreaming of integration issues needs to be strengthened.

A certain number of Member States now require new immigrants to fulfil certain integration obligations. There is a new emphasis on obligatory integration courses, containing both language instruction and civic orientation. In the case of the Netherlands, it is planned that immigrants coming for reasons of family formation or reunification, as well as refugees, will in the future need to meet certain pre-departure standards. In some countries, there is an emphasis on possible sanctions in case of non-compliance with obligations arising from compulsory integration measures such as cuts in financial support or welfare aid.

Integration in the labour market remains a priority. A coherent and planned strategy to combat discrimination and promote integration in the labour market seems to be missing. On the other hand, more importance is being attached to the question of ethnic or migrant entrepreneurs whose number has been increasing constantly in most of the Member States. An increasing number of Member States attach growing importance to the participation of minority groups in the political decision-making process, although overall progress is slow.

Immigration and employment: integration of immigrants

2003/2147(INI) - 15/01/2004 - Text adopted by Parliament, single reading

The European Parliament adopted a resolution based on the own-initiative report drafted by Claude MORAES (PES, United Kingdom) on the Commission Communication on immigration, integration. Parliament stated that the Communication signals the first time that even-handed consideration has been given to three vital and inter-related issues: - managing migration to the EU in a context of ageing working age populations; - improving the integration of migrants in the EU; and - the need for co-operation with countries of origin. The fight against illegal immigration and trafficking in people must not give rise to a repressive policy aimed at immigrants in irregular circumstances, but should, rather, target the traffickers and employers who exploit those circumstances. These issues go to the heart of the Lisbon agenda and its vision of mutually supportive employment, social and economic policies. On the one hand, migration and maximising employment are increasingly important for EU labour markets and economic growth. On the other, the integration of new migrants, established third country nationals and EU citizens of ethnic minority origin is becoming a key factor for social cohesion. Labour market issues are crucial but cannot be seen in isolation. Integration also depends on a range of other factors including the social context, education and language skills, civic participation, the involvement of civil society and the social partners, effective implementation of EU funding programmes to tackle labour market disadvantage, and proper implementation of the Article 13 anti-discrimination

Directives. Parliament emphasized that different groups of migrants require different policies for integration. The latter concerns not only newly-arrived migrants but also long-term resident third country nationals and second and third generation migrants. This must be taken into account in policy-making. Parliament went on to discuss the EU's demographic/workforce challenge noting that the EU-25 working age population is set to shrink from 303m to 297m by 2020. The fall in total employment could have negative effects on economic growth, since economic growth is the result of growth in employment and productivity. Managed migration is part of the answer, along with higher birth rates. Parliament discussed the factors which might constitute managed migration, and emphasized that it cannot mean side-stepping the reforms of EU labour markets and education/training systems needed to increase employability (including of migrants). Member States should take urgent steps to shed light on illegal employment, especially in the domestic help sector, in which a very large number of female migrant workers are employed. A new solution must be found which permits families employing such workers to draw up a legal employment contract entitling them to social security cover. Parliament stated that many immigrant women have only derived rights through their husbands in their countries of origin. It is therefore crucial to ensure the individualisation of rights and benefits and an individual legal status for immigrant women. Finally, Parliament supported the proposals, in line with the open method of coordination, to promote the exchange of information, ideas and experiences regarding the integration andemployment of both new and existing immigrants. The European Parliament should have a strong role in this, and all relevant actors must be involved, including migrants' organizations.

Immigration and employment: integration of immigrants

2003/2147(INI) - 16/07/2004

PURPOSE : to present the first annual report on migration and integration.

CONTENT : in June 2003 the Thessaloniki European Council invited the Commission "to present an Annual Report on Migration and Integration in Europe, in order to map EU-wide migration data, immigration and integration policies and practices. This Report, which should contain an accurate and objective analysis of the above issues, will help develop and promote policy initiatives for more effective management of migration in Europe". This Communication initiates the reporting process.

This report gives an overview of migration trends in Europe, analyses and discusses the changes in immigration and describes actions taken regarding the admission and integration of immigrants at national and European level. The report constitutes a new instrument to review the development of the common immigration policy.

Analysis : this report confirms that immigration continues to play an important role in the economic and social development of the European Union. In the context of an ageing and shrinking working-age population, increased immigration flows are likely and increasingly necessary to meet the needs of the enlarged EU. Europe must prepare for this. In this respect, there is a need for a level-playing field in terms of admission policies for economic migrants across the EU to be able to respond to labour gaps successfully and in a more transparent and coherent manner. While bearing in mind the inability of the Council to agree on the directive on economic immigration, the Commission hopes that the launch shortly of a Green Paper will pave the way for a new European legal instrument on this matter.

According to the report, admission and integration policies are inseparable and should mutually reinforce each other. With respect to integration in the labour market, it will be important, at Member States' level, to reflect further on the structures and instruments in place, in particular on the capacities to identify skills and labour shortages and to ensure higher participation of immigrants in the labour market. The Commission will support the exchange of experiences on these issues within the framework of the European Employment Strategy. In this respect the Commission has proposed a new and ambitious programme of exchange of experiences in the context of the Employment Committee, which can address these issues. The Community Programme for Employment Incentive Measures will also be used to improve the knowledge base concerning integration in the labour market. This report has shown that the assessment of skills and professional qualifications of immigrants remains important to make better use of their full potential. Facilitating the recognition of immigrants’ qualifications by applying to immigrants the same criteria for the recognition of foreign qualifications as applied to nationals, would be an important step.

Towards a further integration : in parallel, Member States are also increasingly concerned about the integration of the newly arrived in particular ensuring that immigrants understand and respect the fundamental norms and values of the host society and with respect to language abilities, which are major barriers to integration. Inevitably Member States will be reluctant to open up for further economic migration, unless they are able to integrate newcomers well into all aspects of society. The need for specific integration measures is also a concern raised by third countries during discussion of migration issues. This highlights the need to strengthen and develop policy instruments to address the integration of third country nationals, in connection with progress on admission policies. The INTI Preparatory Actions are a further step to promoting specific integration measures for third country nationals by providing new ideas, exchanging good practice and identifying priorities.

Efforts are needed to boost the integration of existing immigrants. This calls for comprehensive integration policies, combining both mainstreaming and specific programmes. Mainstreaming immigration means actively and openly taking into account immigrant issues in all relevant policies and measures at EU and national level. One of the aims of the Annual Report on Migration and Integration is to ensure that the needs of immigrants are properly streamlined in all EU policies affecting them and to inform the Council on progress made. This first report shows that in some major policy fields the mainstreaming of immigration issues remains slow and that further efforts are needed to develop effective policies.

A number of commitments have, however, been taken at EU level since the adoption of the Communication on immigration, integration and employment, within the European Employment Strategy and the Social Inclusion Process in particular, and some positive trends are noticeable at national level. However, most commitments still need to be translated into action; recourse to targets is limited and developing a more systematic and comparable collection of information and data at Community level is crucial to allow for better monitoring of the impact policies have on immigrants. The Commission will pay particular attention to monitoring the progress achieved by the Member States in the next National Action Plans for employment and those for social inclusion. Moreover, exchange of experiences within the National Contact Points on Integration will also be of help to ensure mainstreaming of immigration concerns at national and EU level and the development of good practice which addresses the specificities of the target groups. In the light of the rising importance of and of the priority given to migrants’ integration in Community funding, it is important that information on the use of such funds to promote migrants integration is improved.

To make progress, it is important to increase dialogue with migrant organisations. Dialogue between different communities built on mutual confidence is a crucial condition for supporting migrants' integration and maintaining social cohesion. At EU level the Commission encourages immigrants to take an active part in the debate. This report has shown that integration policies and religious and cultural issues continue to be major challenges in most Member States. With a view to enhancing the dialogue with migrant organisations and as a mean to overcome prejudices, ignorance and intolerance as well as religious extremism within the EU, the Commission will give priority to the creation of networks and co-operation under the INTI preparatory actions for 2005.

Another major issue is the growing diversity of populations in European cities which remains a challenge for many Member States. It will be important to strengthen efforts to exchange experiences and best practices at EU level, in particular in the context of the Social Inclusion Strategy. The Commission will also propose to the national contact points on integration to include this subject in its work programme.

The establishment of a common legal framework setting out the rights and obligations of third country nationals, underpins the EU approach to the integration of immigrants. The first EU directives have now been adopted and the Commission will closely monitor their transposition into national legislation. The Commission will also review the level of political rights granted to third country nationals during this process.

Conclusion : the legislative framework and the policy instruments described above constitute important components in the practical implementation of integration measures. There is a need, however, for greater coherence with respect to the objectives which such measures seek to fulfil. In addition the Thessaloniki European Council stressed the need for developing a common European framework within which national policies should develop and envisaged the definition of common basic principles with a view to intensify the development of such a framework. The Commission will make the necessary proposals to define a set of common principles which could become the basis for the adoption of specific objectives to be pursued in the relevant policy fields.

The national contact points on integration can play an important role in this process. In light of these developments and with a view to strengthening the European framework for integration ahead of the new constitutional Treaty, the Commission will consider the need for setting up a more formal basis within which exchange of information on integration could take place in the future without prejudices to the European Employment Strategy and the European Inclusion Strategy.

Immigration and employment: integration of immigrants

2003/2147(INI) - 01/12/2003

The Council adopted Conclusions on Immigration, Integration and Employment. The Council stressed both the importance of debating these themes regularly and that this work should be coordinated with work in the field of Justice and Home Affairs. In order to strengthen cooperation, the Commission intends to present an annual report on immigration policies. The Council welcomes the Commission Communication on Immigration, Integration and Employment, presented to the Thessaloniki European Council and endorses the annexed Opinions of the Employment Committee and of the Social Protection Committee on this Communication as a basis for further work. While respecting the competences of the Member States in this area, the Council recognises the importance of debating these themes regularly and considers that this work should be coordinated with the relevant discussions in the field of Justice and Home Affairs. In the framework of the implementation of the European Employment Strategy and of the social inclusion objectives, the Joint Employment Report and the Joint Social Inclusion Report will be essential tools for assessing progress. The Council welcomes the Commission's intention to present an annual report on immigration policies as a way of strengthening cooperation.

Immigration and employment: integration of immigrants

2003/2147(INI) - 03/06/2003 - Non-legislative basic document

PURPOSE : to present a communication on immigration, integration and employment. CONTENT : with this communication, the Commission is calling for a better integration of immigrants in the EU. The Member States have been called upon to step up their efforts to integrate immigrants. Increased immigration flows are inevitable as a result of 'push' factors such as political instability in the world or welfare differentials. But properly managed immigration will also be necessary in order to meet the future needs of the European labour market. In order to make immigration a success not least for current EU citizens - Europe must achieve radically better integration of immigrants already based in the EU and prepare now for future immigration. The Communication reveals the Commissions' thinking on two different but closely related aspects of the migration phenomena. It is another important step in harnessing together different policy instruments so as to promote the development of the common immigration policy. It deals with one of the four guidelines identified by the Heads of State and Government at the European Council in Tampere in October 1999 and so completes the series of policy papers on the common immigration policy for the Union, called for at that meeting. Following its 2003 Spring Report on the Lisbon strategy, the paper also examines the potential impact which immigrants are likely to have on employment and economic growth. Given the demographic challenge which the EU is now facing, with its ageing and declining population, the Commission concludes that labour migrants will have an important role in the future in meeting the Lisbon objectives. The Commission emphasises that while immigration, on its own, will not provide a solution to all the effects of demographic ageing, more sustained flows are likely to be necessary to meet the needs of the EU labour market as the EU working age population is expected to shrink after 2010. Based on information obtained from a survey of national integration policies and figures on the employment of non EU nationals, the Commission concludes that more needs to be done to promote the integration of established migrants, as well as preparing better for future immigration. It calls for a comprehensive approach and for greater co-ordination of a range of relevant policies. Specific steps are needed to ensure that the needs of migrants are fully taken into account in mainstream policies which have an impact on the integration of migrants. At the same time the Commission proposes a new framework at European level to focus attention on the issues and to encourage exchange of information and experience. The Commission points out that, following the Amsterdam Treaty, a common legal framework is already being put into place concerning the admission and conditions of stay of third country nationals. It calls on the Council to speed up the process of adoption and implementation of this legislation. In addition, the Commission undertakes to explore further the concept of civic citizenship within the context of developing the legal instruments needed to provide immigrants with the comparable rights and responsibilities called for in Tampere. It also calls for

new initiatives in other areas - notablyemployment, anti-discrimination and social inclusion - all key areas which underpin the integration process. A number of other issues which need to be addressed are identified including the importance of language, education and training and access to social and other services. The Commission calls for policies which take specifically into account the needs of immigrants to be strengthened in these areas with greater participation by immigrants themselves. It also underlines the role of the social partners and of civic society in developing and implementing such policies. The Commission emphasises the need to carry forward a number of its proposals within the framework of existing policies and mainstream programmes. It sets out a number of new priorities in particular for the European Employment Strategy, the social inclusion process, in the areas of economic and social cohesion and the fight against discrimination as well as co-operation in the field of education. It proposes a new instrument for ensuring cohesion in the form of an annual report to be presented by the Commission on the development of the common immigration policy The recent establishment by the Council of a network of national contact points for integration provides a forum within which to develop the exchange of information and good practice. This has now become operational and it will become the cornerstone of the new co-ordinated approach to the integration of immigrants. It will have an overview of relevant policies in the EU and in the Member States. The Communication is expected to have a major impact on the strengthening of integration policy for third country nationals, which will be crucial for the development of the EU economy and the promotion of social cohesion in the next decades. The report concludes by stating that the Commission has both responded to the task conferred on it at the Tampere Council by setting out detailed proposals for supporting the development of vigorous integration policies for third country nationals in the EU, while at the same time fulfilling the undertaking it made in the 2003 Spring Report to review the role of immigration, integration and employment policies in meeting the Lisbon goals. The EU's ability to manage immigration and to ensure the integration of immigrants will greatly influence its overall ability to master economic transformation and to reinforce social cohesion in the short and longer term. Although the economic implications of socio-demographic change will only become fully visible as time goes by, a forward-looking approach to immigration is needed today to be prepared for the challenges of tomorrow. The economic and social benefits of immigration can only be realised if a higher degree of successful integration of migrants can be achieved: the EU must address the challenge of integration in a comprehensive manner. The rapid adoption by the Council of the draft directives already put forward on the conditions of admission and residence of third country nationals is an essential prerequisite for future actions since it provides the necessary basic framework of rights on which all further integration policies must rest. In this context the Commission will keep under review the development of the concept of civic citizenship as a new integration tool. In line with the principle of mainstreaming policies for the integration of immigrants, support for many of the proposals made must now be taken forward within the framework of existingpolicies and programmes at EU level, notably the European Employment Strategy, the Social Inclusion Process, as well as the Community action programmes to combat social exclusion and discrimination. Meanwhile the European Refugee Fund and the new pilot projects to promote integration will ensure there is a focus on specific issues concerning third country nationals which need to be addressed as such and to provide support for national integration policies. Finally, and in the light of the conclusions of the Thessaloniki European Council to be held on 20-21 June 2003, the Commission will endeavour to reinforce policy coordination. It will report annually on progress made with the development of the common immigration policy. The Commission will forward this Communication for information to the European Economic and Social Committee and to the Committee of the Regions.